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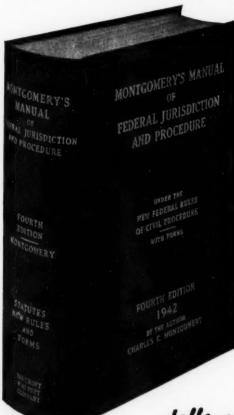
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MARCH, 1942

No. 7

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BULLETIN EDITORIAL OFFICE 1124 Rowan Building TUcker 8118

ROLL OF HONOR GROWS

T an accelerating rate young lawyers—and some not so young—are joining A the Country's armed forces. A great many more will be going from month to month, far into the future, as the war tempo increases.

Since the list published in the February BULLETIN of members who joined up, the following have entered the service:

> Hyman Jacob Bradofsky George M. Bryant Judd Downing Alfred B. Hunter Harold A. Jones

Leon E. Kent Allen Hugh McCurdy Mark E. O'Leary Roger Alton Pfaff Byron O. Smith

Some of them may be assigned to work that will utilize their legal training, but it is probable that most of them will become fighting men on far-flung fronts.

We extend to each and every one of them Godspeed and good wishes from those who, by reason of age or otherwise, are not privileged to go with them.

Lawyers not in the service are performing, and will continue to perform, some sort of war work of a less thrilling kind than bearing arms, building planes and tanks. But they will contribute their skill and ability in other quite necessary ways.

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PRESIDENT'S MESSAGE

IN addition to carrying on the regular activities of the Association during the year 1942-43, the National Emergency shall always be paramount in our minds and in behalf of our members we have pledged the service of our Association to our governmental authorities.

With the younger members daily answering the call to service in our armed forces and with our older members possibly feeling the urge to "cut down" expenses, we have realized that a serious problem confronts the Association if we are to retain the membership of the youthful lawyer of military age and the older lawyer ordinarily beyond the expected call to service. As previously reported, the members of our Association who have actually entered military service have had their dues remitted for the duration of such service. Such action is but a slight but much deserved recognition of the patriotism and self-sacrifice on the part of our members who are bearing arms in their country's cause. In thus honoring our "men in service" the practical result will be the retention of most of our younger members, however, such result was not even considered when the resolution authorizing the remission of their dues was adopted. The real problem is and shall be the retention of the membership of the older lawyers.

The lawyer in his community, by virtue of training and personal force is more or less a leader in matters of civic interest; he is sought after for his counsel and is personally interested in his neighbor and his government. Taken as a class, the lawyers are among our foremost citizens and, except in a very few instances, are broad-minded and charitable, honest and industrious, law-abiding and religious and, not in the least part, great lovers of their country and its institutions.

Great as is the force, influence and service of the individual lawyer in his own civic sphere, his limitations in those regards are more or less recognized when he stands alone. Combine him and his useful efforts with others of the same "stripe" and we have a potent force for service to the government and to its citizens.

For these reasons, and many others, it is important that our Association have the strength which comes from unity of membership in order that it and the lawyers it represents in this community can play its and their proper part in this National emergency to the end that the public service which the lawyer's "neighbor-citizen" has been trained to expect and has learned to appreciate, shall not die or suffer any diminution.

Appeal is hereby made to those of our Association who may contemplate "cutting down" expenses by means of resignation from our membership, that they consider what a loss their resignation will mean to us and, in turn, to their fellow citizens in our planned war effort.

Be patriotic-retain your membership!

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REAR ADMIRAL R. S. HOLMES, U. S. N.* TO THE BAR ASSOCIATION

JOU must admit it takes some courage to talk to a group that belongs to a pro-I fession that has been telling me for many years what I could do and what I could not do. It takes more courage if I dare venture into the field of should and should not.

Mr. Macfarland told me he hoped I could say something that would be of interest in our war effort. He asked if I could give a subject and I said-if I am able to come, as I hope I shall, I'll have no subject-just an object.

Before any of you say what right has this fellow to talk to us, let me admit right away that this war for you is apt to be far harder than it is for me. For you it is a change in all that you hold normal and are accustomed to. It is a complete readjustment. For me, with 42 years in the Navy, I think, in many ways, it is a simplification from peacetime. Certainly the restraints that we felt then, and the laws that made us do some things and kept us from doing others, bother us little or are gone completely.

The last war we fought to "make the world safe for democracy." That phrase indicates an intention to keep things as they were. It didn't work out that way and now we are in another war and if we believe in democracy we must fight this time to make and keep the world unsafe for those who try to take our democracy from us. Last time we fought to hold what we had. This time our enemies are fighting to force their doctrines and bondage on us and we, if we are to win, must not only force their doctrines back down their throats, but must ram our own down after them. That means just one thing, we must fight on the offensive.

An understanding of that, the absolute necessity of the offensive, makes it much easier for each person in the United States to know what to do. We hear much of complacence and apathy on the part of our population. I believe people are eager to do things, but they don't know what to do. I also believe they aren't making enough effort to find out.

The simple acceptance of the necessity of the offensive will give a background on which we can decide many questions that may bother us now.

To conduct our offensive, we must do things there, where the enemy is. To do those things we need two requisites:

First: Trained men.

Second: Material or weapons or equipment or whatever you chose to call it. Combined with these is the vital element of time. The slower we are the greater the strength against us-the greater our hardships.

Now suppose that each of us bases his war effort on the basic idea that there must be plenty of trained men and plenty of material for them at the place where they can fight the enemy offensively, and that time is vital.

Let me give you an instance of how that background of the offensive will affect us. Take the subject of security within our own borders.

What factors constitute a menace to our internal security?

The Fifth Column may threaten and act through:

Subverters,

Spies.

Saboteurs, either of personnel or material. The enemy military forces may attack directly.

^{*}Rear Admiral Holmes was on the program of the meeting of members held at University Club on February 26, 1942, but official duties prevented his attendance. message to the Bar was read by Lieutenant Commander B. Rey Schauer, U. S. N.

We now count on the F.B.I., or the Army or the Navy or some other government agency to look out for the Fifth columnists. If I am imbued with the idea of the offensive, I realize that our maximum strength must be at the offensive front. If I decide there is something I can do about the Fifth Column that I am not doing, and if I do it, I release strength for the front.

Right now there are clamors for Army troops to guard many areas and industrial plants from Fifth Column activities. That may be the Army's job but the soldier that is doing guard work is not being trained for offensive fighting

and until he is trained he can't go to the front.

And so, realizing what the offensive means, the industrialist or the business man or the man or woman at home asks "Am I doing everything I can to smash the Fifth Column or am I depending on some person or some material that should be at the front to do it for me?"

As to military attack by the enemy, aside from any purely military defense, we have a system of civilian defense based on the idea of adopting measures of security to prevent damage and measures of passive defense that will minimize

and repair the effect of damage if damage occurs.

The successful self-preparation of the individual for the security and passive defense of his home and community goes beyond the releasing of men and material for the offensive front. It makes the man on the front fight better because he

doesn't have to worry about the security of his loved ones at home.

If we accept, as we must to win, this idea of the offensive against the enemy, then it follows that each of us must adopt the individual offensive and inherent in offensive are action and initiative. I now survey myself and my job to determine how best I may conduct my own offensive. When I was defensive, I left things to the other fellow and I wanted to change my job. Now I haven't time for that for I am developing my own individual fighting strength to conduct my own offensive within my own individuality, and my own job and my own community.

When I have planned my offensive and trained myself to carry it out, then,

perhaps, I can begin to tell some one else how to do his job—not before.

The offensive spirit as a nation and as individuals will give us conditions of unified and properly utilized strength at home that will permit the maximum concentration of force at the *front*—where the enemy is—and without that spirit of the offensive and utter belief in it, we cannot win this war.

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PASADENA BAR ASSOCIATION MEETING

THE February dinner meeting of the association was held Tuesday, February 17, 1942, at the Pasadena University Club. Seventy-two members and guests were present.

Music and entertainment were furnished during the dinner hour by entertainers from Hollywood's Seven Seas Cafe.

Lloyd W. Brooke introduced a resolution extending sympathy to the bereaved family of Harold G. Simpson. The resolution was adopted by unanimous vote and the secretary was instructed to furnish a copy thereof to the bereaved family.

President Etheridge outlined in a general way the program for 1942 and

stressed particularly the desirability of good attendance for each meeting.

The president announced the following committee appointments for 1942 and delegates to the conference of bar delegates:

BENCH AND BAR:

Leonard L. Riccardi, Chairman Leonard A. Diether Robert H. Dunlap ETHICS, ILLEGAL PRACTICES

AND GRIEVANCE:
Lloyd W. Brooke, Chairman
John Dean Barrick
William J. Donahue
Herbert L. Hahn
Dudley C. Monk

Dudley C. Monk PUBLIC RELATIONS AND PUBLICITY:

Harold P. Huls, Chairman Maitland L. Bishop Herbert S. Hazeltine Harvey M. Parker

Membership:
Roland Maxwell, Chairman
John R. Atwill
Glenn H. Cutler

LEGAL AID:

Harry J. Crawford, Chairman Philip C. Cockerill A. Gale Van Deventer Robert Wanamaker Carl E. Wopschall

Carl E. Wopschall Junior Bar:

Walter R. Farrell, Chairman Thomas W. LeSage Luther M. Reed

PROGRAM:
Robert B. Campbell
William E. Fox
C. McC. Linton

DELEGATES:
William B. Etheridge
H. Burton Noble

ALTERNATES:
Robert H. Dunlap
Donald R. Wright

Judge Collier spoke on the new rules of uniform procedure in the Superior Court and other matters pertaining to the administration of the local department of the Superior Court. Cooperation was pledged by him and asked of the association to make the local department one of the best in the state.

President Etheridge introduced the guests including representatives of several banks.

Judge Hahn introduced the speaker of the evening, Senor Ramon Ramirez y Avilla who gave an inspiring and intellectual address which was as far from the subject announced as Rio de Janiero is from North Hollywood, much to the amusement of all present.

Judge Hahn responded with an acknowledgment that a fraud had been perpetrated in announcing the speaker, as was quite evident to a few of the more astute members and guests present.

H. BURTON NOBLE, Secretary.

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NEW MEMBERS AND REINSTATEMENTS SINCE NOVEMBER, 1941

John Joseph Brandlin Averill C. Pasarow Albert Lee Stephens, Ir. Sigurd Edward Murphy Charles Murstein Cassel Jacobs Warren White Clarke Edwin Stephens Homer Howard Bell Allan Hugh McCurdy William Jennings Bryan, Jr. Alfred P. Olmstead John S. Chapman J. H. Alvord Alfred David Freis Adele Walsh Moran Benjamin D. Brown Donald A. Dewar Jack Barry, Jr. William H. Brainerd John Shea Evelyn St. John Marion McDonald

Elizabeth M. Eberhard Robert E. Sease Joseph J. Burris Robert A. Rohe Roland J. Sievers A. Andrew Hauk Thomas O. McCraney Robert Anthony Smith Robert E. Williams William C. Weatherbee Kent Allen Rollin L. McNitt J. Rex Dibble Princilla Lawyer Randolph Ray C. Eberhard Sylvester Hoffmann William W. Alsup Henry E. Holm Charles M. Walker Claybourne H. King Jacques Leslie Arch R. Tuthill

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PARTIAL LIST OF COMMITTEES APPOINTED BY PRESIDENT BRESLIN

Other committee lists will be printed in The Bulletin as appointments are made.

ARBITRATION COMMITTEE

| Cl. P.I Ch.: | 1215 Di C D.:11: |
|-----------------------|------------------------------|
| | 1215 Rives-Strong Building |
| Stanley N. Barnes | |
| William A. C. Roethke | |
| Hugh W. Darling | |
| Joseph D. Brady | |
| Maurice B. Benjamin | 610 Pacific Mutual Building |
| Kent Allen | |
| Chester F. Dolley | 1126 Pacific Mutual Building |
| Gerald J. Dalton | |
| S. V. O. Prichard | 1100 Hall of Records |
| Whitney R. Harris | 611 Washington Building |
| George Keefer | 807 Van Nuys Building |
| Samuel A. Miller | |
| Stanley Jewell | 269 City Hall |
| | |

BULLETIN COMMITTEE

| Philbrick McCoy, Chairman | |
|------------------------------|-----------------------------------|
| George R. Larwill | 1024 Citizens Nat'l Bank Building |
| William L. Murphey | 835 Rowan Building |
| Harry Graham Balter | |
| A. Stevens Halsted, Jr | |
| Jay J. Stein | 607 Wm. Fox Building |
| Francis J. McEntee | 819 Bank of America Building |
| Richard C. Heaton | 444 Roosevelt Building |
| Stephen M. Farrand | 1028 Pacific Southwest Building |
| Leslie C. Tupper | 800 Standard Oil Building |
| Ewell D. Moore (Board Member | er)308 Subway Terminal Building |

MEMBERSHIP COMMITTEE

| Karl R. Levy, Chairman | 610 Pacific Mutual | Building |
|------------------------------|--------------------|----------|
| Frederick C. Dockweiler | 1035 Van Nuys | Building |
| Donald W. Hamblin | 1232 Rowan | Building |
| Ernestine Stahlhut | 610 Rowan | Building |
| Kimpton Ellis (Board Member) | 1115 Transamerica | Building |

LEGAL ETHICS COMMITTEE

| Harry L. Dunn, Chairman | 900 Title Insurance Building |
|------------------------------|-----------------------------------|
| Wesley L. Nutten, Jr | 1232 Rowan Building |
| Guy T. Graves | 514 Pacific Mutual Building |
| J. H. O'Connor | 1100 Hall of Records |
| Vere Radir Norton | 832 Van Nuys Building |
| Francis J. McEntee | 819 Bank of America Building |
| Edwin W. Taylor | 1241 Citizens Nat'l Bank Building |
| J. Marion Wright | 810 Citizens Nat'l Bank Building |
| Pierce Works (Board Member). | 900 Title Insurance Building |

COMMITTEE ON EDUCATION AND PUBLIC INFORMATION

Bi-Weekly Luncheons Section

| Herbert Cameron Chairman | 704 State Building |
|--------------------------|--------------------------------------|
| | |
| Comuel Toylor | |
| | |
| Rufus Bailey | 615 L. A. Stock Exchange Building |
| Leo Anderson | 615 Richfield Building |
| | 911 Pacific Southwest Building |
| | |
| Don Welton | |
| Leslie Tupper | 800 Standard Oil Building |
| Ned Marrcare Co. Co. | unsel's Office, 1100 Hall of Records |
| Harold Collins | |
| | Deputy City Attorney, City Hall |
| | Deputy City Attorney, City Hall |
| Verne L. Ferguson | 600 Hall of Justice |
| William F. Brooks | 436 Kerckhoff Building |
| Ben F. Woodard | P. O. Box 351, Main Office |
| Felix McGinnis | 505 Union Bank Building |
| Chaplin Collins | 704 Roosevelt Building |
| | 6th Floor, State Building |

SERVICE MEN'S ADVISORY COMMITTEE

| Jay J. Stein, Chairman | |
|--|------|
| | boor |
| Sylvester Hoffmann819 Chester Williams Build | ding |
| Newton E. Anderson | ding |
| Patrick Henry Ford6233 Hollywood Boulevard, Room | 210 |
| George B. Gose | ling |
| John K. Bennet | ling |
| Mario Perelli-Minetti1217 Financial Center Build | ling |

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THE LOS ANGELES CITY ATTORNEY'S OFFICE

By John F. Feldmeier, of City Attorney's Office

HISTORICAL

In less than one hundred years the office of the City Attorney has developed from a syndico who was somewhat of a general utility man, performing the duties of attorney, tax collector, and treasurer as one of the officers of "El Pueblo de Nuestro Senora la Reina de Los Angeles" or "The City of our Lady, the Queen of the Angels," to an office employing seventy-five to eighty attorneys. The office, which has always been elective, was created by "An act to provide for the incorporation of cities" passed by the First California State Legislature on April 4, 1850. Originally the City Attorney was elected to hold office for the term of one year; the term was increased to two years in 1868, to three years for the brief period from December, 1906, to December, 1909, and thereafter back to two years until 1911 when the term was extended to the present four years.

Originally it was required that the City Attorney be an elector of the State of California and that he should have resided in the State for a period of at least thirty days prior to his election. The salary of the office was fixed by the Common Council.

It is interesting to note as of 1858 that the Water Steward of the City received the sum of \$1080.00 per year as salary, whereas the Mayor received \$800.00 and the City Attorney the sum of \$200.00. In 1870 the City Attorney received a yearly salary of \$960.00; in 1875 a yearly salary of \$1500.00. Some years later the City Attorney received a monthly salary of \$150.00. In 1888 the City Attorney was permitted one chief assistant at \$125.00 per month and one assistant at \$100.00 per month. Under the Charter of 1889 the City Attorney received a salary of \$3000.00 per year. In 1913, by Charter Amendment, the City Attorney's salary was increased to the sum of \$4000.00; in 1915 his salary was raised to \$5000.00 per year; in 1921 it was increased to \$7200.00 per year and in 1925 the Charter set the salary at its present rate of \$10,000.00 per year.

The present City Attorney, Ray L. Chesebro, is the thirty-second incumbent of the office, although there have been more than 32 terms served by City Attorneys.

The first City Attorney, Benjamin Hayes, was elected the second day of July, 1850, and served for the regular term of one year.

The second City Attorney, William G. Dryden, also served only one term (1851 to 1852) and was immediately thereafter appointed Council Secretary and served in that position for some years. Mr. Dryden started the construction of a reservoir at the Plaza but his work was never completed as the Council paid him \$500.00 in script to remove the work that he had done.

General Joseph Lancaster Brent (also known as José Brent) was a member of the City Council before he became City Attorney in 1852. The first and largest debt the City had incurred up to 1856 was owed to General Brent on a contract for legal services to be rendered by him in order that it might recover a loss of domain sustained because of statutory delimitation in the 1850 in corporation act. Prior to incorporation in 1850, the city comprised twenty-server square miles; the Incorporation Act of 1850 limited the city to four square miles. This area was measured on the basis of two miles running in each direction from the church standing in the Plaza. A year after this contract was negotiated with General Brent a Council Committee of four was delegated to seek its annulment

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Charles E. Carr succeeded General Brent as City Attorney but resigned in November, 1853, and the unexpired term was completed by General Brent.

Isaac Hartman was the next City Attorney and was followed by Lewis Granger (1855-56), who had the signal honor of defending the first lawsuit brought against the City by one Martin and others for the sum of \$50.00. The plaintiffs placed a lien on the city slaughterhouse and the Council thereupon quickly decided to pay this sum.

For the following two years (1856-58) Cameron Erskine Thom was the City Attorney and was followed by James H. Lander who served from 1858 to 1859 and again from 1861 to 1862, Samuel F. Reynolds having served as City Attorney during 1859-61.

The next City Attorney was Myer J. Newmark, who served only four months and was followed by Alfred Beck Chapman, who served until 1866.

Andrew J. King was elected in 1866 and served until December 7, 1868, although an election took place on April 6, 1868, at which time Charles H. Larrabee was elected City Attorney, but neither he nor any of the officials of



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that administration functioned and the existing administration continued until December 7, 1868. The April election seems to have been wholly ignored.

William McPherson served as City Attorney for two years (1868 to 70) and was followed by Frank H. Howard, who also served for a two-year term (1870 to 72).

Judge Aurelius W. Hutton was elected in 1872 and served until 1876. It was during his term that a committee was appointed by the Council to arrange for the publishing of a thousand copies of a pamphlet describing the unrivaled scenery and health advantages of the City of Los Angeles, and that the names of certain streets were changed such as Grasshopper to Union, Bull to Castelar, and Wasp to Yale.

Colonel John Franklin Godfrey succeeded Hutton in 1876 and remained in office until 1880, when Henry Thomas Hazard was elected. Walter D. Stephenson followed Hazard from 1882 to 1884, and then was succeeded by James Wilfred McKinley (1884 to 1886). J. C. Daly served from 1886 to 1888. It was at this time that the first Board of Freeholders was elected. They completed a draft of a new Charter March 5, 1888, but J. C. Daly, the City Attorney, pointed out a flaw in their election. Neither this group nor its Charter ever received any historical mention. The second Board of Freeholders was elected in May of the same year and its Charter was adopted by the Board October 20, 1888, and approved by the Legislature in January, 1889.

Charles H. McFarland was the next City Attorney (1888 to 1894), followed by William Ellsworth Dunn (1894 to 1898). Walter F. Haas served one term as City Attorney (1898-1900) and then was followed by William Burgess Mathews (1900 to 1906).

Leslie R. Hewitt served the only term for which a City Attorney was elected for three years (1906 to 1909). He then was re-elected but resigned August 10, 1910, to become special counsel for various city boards.

John W. Shenk, now serving as Associate Justice of the Supreme Court, was appointed City Attorney August 10, 1910, and served until December, 1913. It was during this period (1911) that a somewhat general reorganization by Amendments to the Charter was made. The office of City Prosecutor was created and the handling of all criminal matters was taken from the City Attorney and vested in this newly-created office. The Prosecutor was required to have been qualified to practice law in the courts of the State for a period of at least five years prior to his appointment by the Mayor subject to Council confirmation. This office, as well as the City Attorney's office, and the assistants, deputies and clerks therein, was exempt from Civil Service. Guy Eddie was appointed March 21, 1911, as the first City Prosecutor of the City of Los Angeles.

The next City Attorney was Albert Lee Stephens (1913 to 1919), now a member of the U. S. Circuit Court of Appeals; he was followed by Charles S. Burnell (1919 to 1921), now one of the senior judges of the California Superior Court. Jess E. Stephens, at present a judge of the Superior Court, was appointed in 1921 and elected in the same year and served until 1929, when he was succeeded by Erwin P. Werner (1929 to 1933).

Ray L. Chesebro, the present incumbent, a Los Angeles Police Judge from 1909 to 1922, was elected at the primaries on May 22, 1933, and within a few months thereafter the office of City Prosecutor was abolished by Charter Amendment and the City Attorney again assumed the duties of prosecutor.

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POWERS AND DUTIES

From 1850 to 1876 the duties of the City Attorney were in general to attend to all suits and legal matters in which the City was interested, to give written opinions to the Mayor or Council and to perform such other duties as the Council might require. In 1872 the City Attorney was required to be present at all regular meetings of the Council and to draw all ordinances. It was not until 1876 that he was required to prosecute violations of City ordinances.

At present the City Attorney must be qualified to practice in all the courts of this State and must have been so qualified for a least five years next preceding his election. His entire time must be devoted to the duties of his office. (Los Angeles City Charter Section 42 (1)). A few of the powers and duties of the City Attorney declared by the Charter are as follows:

He must prosecute and defend for the City all actions and special proceedings for or against the City or in which it may be legally interested or for any officer of the City in any action or proceeding when directed so to do by the Council. His advice or opinion must be given in writing to any officer or board of the City requesting it. He approves all official bonds and contracts and draws all ordinances. He prosecutes all misdemeanor offenses arising from violation of the provisions of the Charter, ordinances of the city and the laws of the State. (For greater details see Los Angeles City Charter Section 42.)

ADMINISTRATIVE UNITS

The Main Office of the City Attorney's department is divided into two units, the Civil Unit located on the fourth floor of the City Hall, and the Criminal Unit located on the second floor of the City Hall. Each of these units, in addition to the stenographic force, investigators and civil clerks, has assigned to it approximately twenty-nine attorneys. Deputies of the City Attorney for special functions have offices at other locaions: The Pension section located on the eleventh floor of the City Hall, the Harbor Division located in the San Pedro Branch City Hall, and Water and Power division (composed of 16 attorneys including 4 assistants city attorney) located on the seventh floor of the Water and Power Building, and the four branches of the criminal unit located in the Van Nuys Branch City Hall, the Lincoln Heights Jail, the San Pedro Branch City Hall and the West Los Angeles Branch City Hall.

The administrative divisions or units of the City Attorney's office are under the direct supervision of the City Attorney acting through assistants city attorney, each in charge of a division.

OFFICE DIVISION

There are seven main divisions in the City Attorney's Office. Within these divisions office sections have been formed for administrative purposes; they are elastic, non-permanent groupings for the performance of certain office functions. The office divisions are classified as follows: Division I, Legislation; Division III, Litigation; Division III, Appellate and Briefing; Division IV, Harbor Department; Division V, Criminal Division; Division VI Office Administration; and

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Division VII, Water and Power Department. Each of these divisions is in charge of an assistant city attorney with the exception of Division VI, Office Administration, which is under the supervision and control of the executive clerk.

DIVISION I, LEGISLATION, not only encompasses all matters relating to legislation, State and Federal, but also has charge of all matters relating to advising the City Council as well as the drafting of ordinances.

DIVISION II, CIVIL TRIAL LITIGATION, as the title implies, has entire charge of all matters relating to civil litigation, including suits involving workmen's compensation, eminent domain, pensions, harbor, civil service and matters jointly handled with the Water and Power division. There are three subdivisions under this division, each in charge of a deputy city attorney. They are as follows: Tort Liability section, Automobile Liability section, and Condemnation section. The Tort Liability section is charged with the handling of all torts claims against the city, litigated and non-litigated, except those arising within the workmen's compensation and automobile liability fields. The Automobile Liability section is charged with the investigation, settlement and litigation arising out of claims against the city based upon the operation of the city's fleet of motor vehicles. (The city, exclusive of the Department of Water and Power, has under its control approximately seventeen hundred motor vehicles.) The Condemnation section is charged with all eminent domain litigation, appraisements and settlements.

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DIVISION III, APPELLATE AND BRIEFING, is charged with all appellate matters and further is charged with review and check out of opinions in conjunction with Division I. For administrative purposes, this division has supervision of all legal matters relating to the Pension and Retirement Funds section. The Civil Service section (excluding litigation) is under the supervision of this division; this section, unlike the previous sections, also has jurisdiction as to civil service matters arising within the Department of Water and Power. The Public Utilities section and the Bond and Insurance section are under the joint control of this division and Division II. The administration of the Workmen's Compensation section is under the supervision of this division. This section handles all claims made for compensation by the employees of the city (Department of Water and Power excepted), the accounting therefor, the administration of medical service furnished to city employees and the filing and presentation of workmen's compensation matters to the Industrial Accident Commission and to the courts.

DIVISION IV, HARBOR DEPARTMENT, is charged with the conduct of harbor matters including all orders granting permits, leases, rules and regulations for administration of the harbor, harbor tariff schedules, representation of the Harbor Board before the Interstate Commerce Commission, California Railroad Commission and United States Shipping Board. This division differs from the others in that it is charged with the conduct of all litigation involving the City arising out of the activities of the Harbor Department and further has the duty of drafting all ordinances and opinions relating to the harbor.

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f harbor ions for Harbor d Comrom the the City the duty DIVISION V, CRIMINAL DIVISION, is the largest separate divisional classification. Briefly stated, it engages in the prosecution of all criminal matters within the jurisdiction of the City Attorney as required by subdivisions 6 to 9, inclusive, of section 42 of the City Charter; it further advises and counsels all branches of the City, County and State government in matters pertaining to the enforcement of existing penal laws of misdemeanor classification within the City of Los Angeles; on request it prepares written opinions for officers and boards of the city pertaining to or concerning the interpretation, enforcement and construction of penal laws or ordinances relating to misdemeanors; it further attends to all litigation arising out of the operation of the law enforcement agencies involving writs of mandate, habeas corpus, injunction, claim and delivery, etc. This division is divided into five departments or sections, as follows: Complaint Department, Trial Department, Failure to Provide Department, Traffic Department and the Appellate and Briefing Department.

The Complaint Department is in immediate charge of the chief complaint deputy who also has general supervision over the Failure to Provide and Traffic Departments. This department is charged with the responsibility of all criminal complaints that are issued by the City Attorney's office.

The *Trial Department* is in immediate charge of the chief trial deputy and is charged with the conduct of all trial work with the exception of the Failure to Provide Department and court trials under the Traffic Department.

The Failure to Provide Department handles all matters appertaining to Section 270 and 270-c of the California Penal Code, the first section covering the failure of a father to provide the necessities of life for legitimate or illegitimate minor children, and the second section failure of adult children to provide for the support of indigent parents. Payments by the defendants are made through this department and disbursed to the recipients. A modern system of bookkeeping exists in this department under the close supervision of the city controller's office, and from the records all delinquencies in payment are checked and notices sent out regularly. The deputies assigned to this department handle the trial of all cases assigned to it.

The Traffic Department handles the prosecution of traffic citations issued by police officers in the City of Los Angeles and also prosecutes those county complaints which are transferred to the Municipal Court by reason of a change of venue or by request or for other cause. All traffic cases tried without a jury are tried by this department. Complaints are issued by this department and before they are issued it is determined whether or not a prima facie case has been established against the defendant.

The Appellate and Briefing Department is charged with the conduct of all misdemeanor appeals of the Criminal Division, with the prosecution of all recognizances, bail bond forfeitures in misdemeanor cases, as well as all actions for recovery of all fines, penalties and forfeitures and other money accruing to the city in said cases. It conducts all proceedings on writs of habeas corpus

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wherever it becomes the duty of the City Attorney to conduct the same under the charter; it prepares all briefs and memoranda of authority on questions of law requested by the several departments, prepares all forms of complaints and jury instructions, and keeps up to date a digest of all criminal cases of the Appellate Department of the Superior Court of the State of California.

Under this Criminal Division, the branch offices are also to be considered. The Lincoln Heights branch deals almost exclusively with the issuance of complaints following arrests by police officers (very few if any traffic cases are handled by this branch). Only arraignments and pleas of guilty are handled at this branch, and all trials are transferred to the Municipal Court, Hall of Justice, and handled by the Trial Department. In Van Nuys, West Los Angeles, and San Pedro branches, the character of the work handled is, generally speaking, the same as that handled at the main office, except that all jury trials are transferred to the Municipal Court in the Hall of Justice and handled by the Trial Department of the main office. With few exceptions, any work of these branch offices in conjunction with the several state, county and city departments, other than the Police Department, is handled by the main office of this division.

DIVISION VI, OFFICE ALMINISTRATION, has charge of all matters pertaining to the office procedure. More specifically it routes and indexes all office correspondence, makes up all payrolls, prepares the office budgets and supervises all expenditures, keeps statistical information relating to all departments and divisions of the entire office, supervises all personnel except the deputies, and keeps a detailed index system of all work assigned to the various deputies and departments in order to be constantly informed as to the status of any matter in the office.

DIVISION VII, WATER AND POWER, handles all legal matters arising in connection with the operation of the department pursuant to Charter section 42 and section 220, subdivision (5). This division is concerned with civil work only, being assigned all paper work and litigation incidental to the operations of this department of the city government. In general, office routine and assignments conform to the systems prevailing in the appropriate divisions of the main office of the City Attorney's office.

APPROVED LEGAL DIRECTORIES

THE publishers of the law lists and legal directories listed below have received from the Special Committee on Law Lists of the American Bar Association, as to the list of lawyers' names in their 1942 editions, a Certificate of Compliance with the Rules and Standards as to Law Lists.

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COMMERCIAL LAW LISTS

A. C. A. Lists 92 Liberty Street, New York City American Lawyers Annual N. B. C. Building, Cleveland, Ohio American Lawyers Quarterly N. B. C. Building, Cleveland, Ohio Attorneys List (U. S. F. & G.) Redwood and Calvert Sts., Baltimore, Md. B. A. Law List Plankinton Building, Milwaukee, Wis. Clearing House Quarterly Fawkes Building, Minneapolis, Minn. The Columbia List 320 Broadway, New York City The Commercial Bar 521 Fifth Avenue, New York City C-R-C Attorney Directory 50 Church Street, New York City Forwarders List of Attorneys 38 South Dearborn St., Chicago, Illinois. The General Bar 36 W. 44th Street, New York City

The Lawyers Directory 18 E. 4th St., Cincinnati, Ohio Haythe Law List 261 Broadway, New York City International Lawyers Law List R.K.O. Building, New York City The Mercantile Adjuster 10 South La Salle St., Chicago, Illinois The National List 75 West Street, New York City Rand McNally List of Bank Recommended Attorneys, 536 S. Clark St., Chicago, Illinois The United Law List 280 Broadway, New York City Wilber Directory of Attorneys and Banks 299 Broadway, New York City Wright-Holmes Law List 225 W. 34th Street, New York City Zone Law List Louderman Bldg., St. Louis, Missouri

GENERAL LAW LISTS

American Bank Attorneys
18 Brattle St., Cambridge Massachusetts
The American Bar
Fawkes Building, Minneapolis, Minnesota
The Bar Register
30 Church Street, New York City
Corporation Lawyers Directory
141 W. Jackson Blvd., Chicago, Illinois
The Expert
509 Minnesota Street, St. Paul, Minnesota

The Lawyers' List
70 Fifth Avenue, New York City
Registro Profesional de Abogados de los
Estados Unidos de America
225 W. 34th St., New York City
Russell Law List
527 Fifth Avenue, New York City
Sullivan's Law Directory
33 South Market St., Chicago, Illinois

GENERAL LEGAL DIRECTORY

Martindale-Hubbell Law Directory, 1 Prospect Street, Summit, New Jersey

INSURANCE LAW LISTS

Best's Recommended Insurance Attorneys
75 Fulton St., New York City.

Hine's Insurance Counsel
38 S. Dearborn St., Chicago, Illinois

The Insurance Bar
343 S. Dearborn St.
United Lawyers-Ad
906 Liberty Bank

The Insurance Bar 343 S. Dearborn St., Chicago, Illinois United Lawyers-Adjusters Insurance Service 906 Liberty Bank Bldg., Dallas, Texas

INTERSTATE COMMERCE COMMISSION PRACTITIONERS

National Guide of Practitioners Before Interstate Commerce Commission and Maritime Commission, 418 South Market Street, Chicago, Illinois

PROBATE LAW LISTS

Recommended Probate Counsel, 141 W. Jackson Blvd., Chicago, Illinois

STATE LEGAL DIRECTORIES

The following state legal directories published by Legal Directories Publishing Company, 310 Reisch Building, Springfield, Illinois. (Certificate of Compliance does not apply to any State Directory issued by this publisher prior to 1942): Colorado and Nebraska Legal Directory Illinois Legal Directory Indiana Legal Directory Iowa Legal Directory

Michigan Legal Directory
Michigan Legal Directory
Missouri Legal Directory
Ohio Legal Directory
Oklahoma Legal Directory
Pacific Coast Legal Directory for the States
of California, Oregon and Washington
Pennsylvania Legal Directory
Texas Legal Directory
Wisconsin Legal Directory

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THE JUDGE VIEWS PROBATION

By Benjamin J. Scheinman, Judge of the Superior Court, Los Angeles, California*
INTRODUCTION

Somewhere I read that the administration of criminal justice requires a combination of heart and mind. This thought has always impressed me. If a judge is all heart he will give the courthouse away to every defendant, and society will suffer as a result of a sob sister act. If a judge is all mind, injustice may be occasioned by brutality, arbitrary conduct, and a lack of sympathy and understanding.

And so probation comes in as an aid to the court in the matter of both heart and mind. It assists the mind because it searches out all the facts concerning the offense and the offender. It assists the heart because it seeks a plan of reconstruction, of rehabilitation, of re-establishment, which returns to society one who has gone astray; who has qualities justifying confidence; and who may be restored to the status of good citizenship if the plans and programmes of his probationary period are fulfilled.

DEFINITION OF PROBATION

What is probation? I take serious objection to the definition of probation as a form of leniency extended to a defendant. Leniency is the giving of a judicial favor by administering less punishment than a defendant probably deserves. But probation is not the conferring of judicial favors, but the administration of a form of treatment, calculated to rehabilitate and re-establish law violators. It is a tool placed in the hands of a judge to help build society stronger by making weaker or defective units into useful and serviceable citizens.

RELATIONSHIP OF JUDGE AND PROBATION OFFICER

What do we have to start out with? There is the judge, the probation officer, and the defendant. The judge is a skilled lawyer, and an intelligent person. He is not necessarily a social worker, nor a criminologist. He is imbued with a high sense of justice, and a responsibility to society.

The probation officer is not a lawyer. He is a social expert, trained in the field of criminology, and should be capable of diagnosing the human problems presented to him and prescribing treatment.

The questions come naturally: "What should be the relationship between the judge and the probation officer? What consideration or value should be given the report of the probation officer?" There are other questions of a similar nature. My answer to the first question is that there should be a close relationship between the judge and the probation officer. It should be a relationship which should embrace a mutual respect between the two public officials. It should permit the judge to request further information or investigation where deemed advisable. It should give the judge an opportunity to discuss recommendations and programmes where the judge disagrees with the probation officer. It should afford the judge an opportunity not only to evaluate the probation officer's report, but the probation officer himself. But it should not be a dominating, domineering, harsh relationship which looks down upon the probation officer, not as a social expert, but as a lackey employed to bring material to the court, which may be accepted or refused, as the temperament of the judge may prefer. In my opinion the sooner the judge learns to call in the probation officer, and gives him the proper recognition and participation in his court, the more successful will be the administration of criminal justice in that court.

^{*}Portions of an address by Judge Scheinman before Western Parole and Probation Officers' Convention.

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PROBATION REPORTS

Recently there was published in Los Angeles County a "Manual of Probation." This manual crystallizes the best thought of the leaders of probation work in Los Angeles County. Under the heading of adult probation comes the title "Court Reports." This is very important, because the Court Report is generally the first picture of a defendant that the court obtains from the Probation Department.

In stressing the character of the court report, I think it most important that such report be broken into various subheads. These subheads give the probation officer a frame in which to hang his picture, pegs on which to attach his findings.

In Los Angeles County the subheads are:

Personal History Present Offense Interested Parties Previous Offenses Defendant's Statement Evaluation Recommendation

For further suggestions as to what to include under the above subheads the aforementioned Manual of Probation may be consulted. Generally speaking these subheads are self-explanatory.

SHALL THE PROBATION OFFICER MAKE RECOMMENDATIONS?

The last subhead of the court report heretofore mentioned was "recommendation." In California, under the law, where an investigation is required, the probation officer must not only make a written report, but "must accompany said report with his written recommendations as to the granting or withholding of probation to the defendant and as to the conditions of probation if it shall be granted." (Section 1203, Penal Code.)

In other states I have been informed that recommendations are not required, and that some judges do not want them. On this controversial subject let me express my own private opinion that I believe a probation officer's report without a recommendation is as valueless as a doctor's diagnosis of the illness of a patient without prescribing a remedy or course of treatment.

As a matter of fact, the California Supreme Court has gone so far in its recognition of the value of a probation officer's recommendation as to rule that where a judge bases its order upon the recommendation of the probation officer, he cannot be held to have acted arbitrarily. An excerpt from the opinion in the case of People v. Lippner, 219 Cal. 395, expresses clearly the situation of the court in regard to the recommendations of the probation officer:

"We do not mean to intimate that the court should substitute the judgment of the probation officer in place of its own. The court in the final analysis must act upon its own judgment in these matters. In doing so it may reject in toto the report and recommendation of the probation officer, and make its decision in total disregard of that officer

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and of his recommendations. On the other hand, as is frequently, and we may say, as is usually, the case, the court may adopt a course in harmony with the conclusions reached by the probation officer. In the event it pursues this latter course, its acts can in no way be subject to the criticism that they are arbitrary or without the legal discretion with which the court is invested."

As the opinion cited states, the determination is with the judge, regardless of the report or the recommendation of the probation officer. But at least the person who made the investigation, and who had a firsthand knowledge of the case, should be permitted to state his plan of rehabilitation, and his recommendation in reference thereto. Probation officers are reasonable people. They do not take a fanatical pride in their recommendations and froth at the mouth when disagreed with. They are glad of the common courtesy and opportunity to discuss their recommendations. They are working with human equations, and certainly not the best material in the world. They are as close at hand as the judge's telephone, should any question come to his mind. Both the judge and the probation officer grow by contacts and relationship of this kind.

KIND OF RECOMMENDATIONS

What shall be the recommendations? I couldn't begin to enumerate the various kinds. The wider the probation officer's insight into the problems of the various defendants, the greater his knowledge of the various agencies, public and private, which can assist in solving these problems; the more diverse will be his recommendations. A probation officer with a stereotyped recommendation is not working at his job, or is not qualified for it.

RESTRICTIONS AND LIMITATIONS UPON THE GRANTING OF PROBATION

There are certain laws and procedures which hamstring probation, and in many cases are ridiculous. For example, in some states probation cannot be granted without consent of the District Attorney. The law does not require this in California, and in Los Angeles County the District Attorney makes no recommendations either as to penalty or probation. This, in my opinion, is the proper attitude.

I have heard, however, that there are certain counties in California where the procedure is followed of getting the District Attorney's approval before the probation officer will make a recommendation that probation be granted. I cannot understand why any California probation officer should limit his recommendations to the will and pleasure of a prosecuting officer whose participation in the administration of probation is not provided by the law of the state.

The way the State of California has seen fit to place limitations and barriers to probation has been by legislative enactment, fostered sometimes by groups who have a narrow and specialized slant on the administration of criminal justice. Probation cannot be granted under the provisions of the Welfare and Institutions Code applicable to narcotics. But it can be granted under provision of the

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d barriers roups who al justice enstitutions on of the Vehicle Code. So a defendant possessing a single marihuana cigarette cannot get probation, but a defendant who is driving an automobile while under the influence of narcotic drugs, and is so "hopped up" it's floating out his ears, can get probation.

Probation cannot be granted for violations of the Deadly Weapons Act; or where there has been a prior conviction of a felony; or where the defendant had possession of a firearm at the itme of the perpetration of the offense, or at the time of arrest; and in other types of cases not necessary to enumerate here.

To me these are all invasions of the right of the court to determine cases upon their merits and cause resort to subterfuges and sometimes illegal judgments to avoid the plain but perhaps unjust mandates of the law.

If I am good enough to sit on the bench, let me have the privilege of judging cases on their own merits and granting probation when and where I think proper. With all due respect to the legislature, I don't like to have my hands tied and then be told to fairly and impartially administer justice.

FORESTRY CAMPS, ROAD CAMPS, AND HONOR FARMS

In California a defendant may be compelled to serve time in the custody of the sheriff, as a condition of probation. This may be in the county jail. But very often a constructive programme can best be worked out on an outdoor work project. It is well, I believe, to mention in this discussion such projects which are utilized in Los Angeles County, so that consideration may be given them in building a programme in other jurisdictions. There are a number of road camps for adults, where defendants may earn money, and build themselves up physically, mentally, and morally in a fine, healthy atmosphere. The money earned may be ordered paid for restitution, or transportation back home, or for support of wife and family, etc. There is also an honor farm, which gives the outdoor opportunities for work, but which pays no wages. The crops grown are distributed to the various County institutions.

Since the sheriff is given custody of defendants, he may place them where he sees fit, and cannot be compelled to put defendants in the road camps or on the honor farm. He does, however, give first consideration to the recommendations of the judges, and as openings occur, and the sheriff finds the defendant to be able-bodied, and a good risk against escape or attempted escape, such defendant will be placed.

Our Juvenile Court makes placements in forestry camps, operated by the Probation Office, where boys from 16 to 18 and sometimes older earn money, and build themselves up in a similar manner as those placed on adult road camps or the honor farm.

I might suggest that if you are interested in forestry camps for delinquent boys, you might read the article over the signatures of Karl Holton, Chief Probation Officer, and one of his deputies, D. R. S. Morrison, in the April, 1941, issue of Probation, published by the National Probation Association, called "Forestry Camps for Delinquent Boys."

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FINGERPRINTS

The law of the State of California provides that "in counties and cities in which there are facilities for taking fingerprints, such marks of identification of each probationer must be taken and a record thereof kept and preserved." (Section 1203.1, Penal Code.) Last year in a paper I read before a group at the California Probation and Parole Officers Association, I stated:

"A primary requirement in the proper enforcement of the criminal law is that fingerprints be taken of each defendant upon the commission of every offense, and that the court and probation officer have the complete criminal record of the defendant. This is fundamental—otherwise a most important part of the history of the defendant is lacking. Without such a record the court and the probation officer are working in darkness, and the advantage goes to the defendant who is the biggest liar."

My point here is that some judges are opposed to fingerprints. Since I am only a common, ordinary, garden-variety of judge I do not claim the power of being able to look at a defendant and with television accuracy read his soul to the last detail. On the contrary, I am in all honesty bound to admit that if all I had was a defendant's face to determine my action in the case before me, the administration of justice would not only be blind, but dumb as well.

REHABILITATION FOR MISDEMEANORS

Formerly I was a Judge of the Municipal Court of the City of Los Angeles. I am very proud of my seven years' association in that court. Especially do I commend the work of those judges in the matter of probation for misdemeanants. There are probably ten times as many misdemeanants as felons. There is offered a tremendous opportunity for rehabilitation of misdemeanants under probationary procedure. In California courts having jurisdiction to impose punishment in misdemeanor cases can require the same service and reports of the probation department as courts having jurisdiction of felonies. Those judges present at this conference who are presiding in misdemeanor courts may well consider the futility of ordinary police court procedure, and study the vast possibilities which can be embraced, in conjunction with the social agencies of their respective communities, in working out rehabilitation for misdemeanants under probationary procedure and supervision.

Some members of the Association may, from time to time, wish to make suggestions to the Association or may have some criticism to make of the Association. Others may have comment to make about the courts, procedure or the laws in general. Feeling that there may not always be an opportunity for the member to get his view before the proper committee or that some public discussion may be desirable, the Editor offers to print all worthwhile letters. An endeavor will be made to answer all pertinent questions relative to the activities of the Association and to the practice of law. Address all correspondence to Editor, Bar Bulletin, 1126 Rowan Building, Los Angeles, California.

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A HANDBOOK FOR THE LAWYER'S DESK

Business and Property Law, by Robert E. Stone. Chicago, Foundation Press, 1941. 1033 p. \$5.50

BOB STONE, who teaches at the University of California at Berkeley, here offers a really practical and yet mature treatment of that rather élusive subject, Business Law.

The approach is quite original, being based on the types of questions raised by groups of business men in discussing legal problems, rather than on a theoretical analysis of what the business man ought to know. As a result, the scope of the volume is far broader than its title implies. All phases of the law affecting a business man's activities, from the purchase of real property to criminal law and torts, as well as ordinary business transactions, are covered. Even copyright law receives adequate treatment!

Skillful handling of the material results in producing a law book which maintains the reader's interest surprisingly well. The monotony of textual continuity is relieved by a variety of devices: pertinent anecdotes, challenging problems, pointed extracts from court decisions, brief historical sketches, notes on miscellaneous practical details, and forms which lend reality to the legal rules and principles, enliven the volume.

Helpful footnotes and short chapter bibliographies enhance the value of the text materially, and an adequate index and a table of cases make it easy to find desired material quickly.

Although the typography of the volume is reasonably satisfactory on the whole, it is regrettable that such misleading prominence was given to case titles. One gets the impression in glancing at the text that it is merely a casebook, which, as already indicated, is far from the fact.

Any member of the bar who has inquisitive business men clients, can safely recommend this volume to such clients (nota bene: the author kept well in mind that a study of business law should teach the business man to employ counsel!). Further, any lawyer who is compelled from time to time to render "horseback opinions", will find the volume a useful one to keep handy for guidance in such situations. In short, it's a good book to have—

HELP! IF IN NEED CALL ASSOCIATION OFFICE

Applications for employment as associate lawyers, law clerks, secretaries and stenographers are always on file at the office of the Association. Members are urged to make use of this service. They may do so by examining the applications on file or by advising the office of their needs. Telephone Tucker 8118.

RULE OF HONOR

THE STATE BAR of Governors has adopted a resolution to assist the lawyer who enters war service, in handling uncompleted matters by lawyers who are not likely to be called into the service, which is printed below.

This resolution was printed in the Los Angeles Daily Journal of March 26, but it is of such importance to members of the Bar as to justify its reprint in The Bulletin:

"Resolved, that the State Bar of California is responsive to the present national emergency and is proud of its members who have entered the armed forces of our Nation.

"Resolved, further that, as far as possible, the practice of members entering service should be protected and reestablished upon their return to practice, and it therefore is and shall be a point of honor on the part of every member remaining in practice to:

"Assist in every practical manner, upon the request of any member now in or to hereafter enter service, in seeing to it that existing legal matters, in litigation or otherwise, for which the serving member is responsible, are diligently and conscienciously completed to the interest of the client or clients of the serving member and for the account of and in trust for the serving member;

- "(a) Add after his signature on correspondence and pleadings in any matter or matters taken over for a serving member the words 'In the absence of A. B. (name of serving member) on war service';
- "(b) Attempt, in every legitimate and professional manner, to preserve for the serving member any and all clients of the serving member who shall, because of the absence of the serving member, become clients of a member remaining in practice;
- "(c) Deal fairly with and account to the serving member in the division of fees earned from the clients and legal matters of the serving member;
- "(d) Afford every reasonable opportunity for a serving member on his return to practice to rehabilitate his practice in the reestablishment of his law practice, and, if reasonably convenient and practicable, and for a reasonable time, to afford such returning member the convenience of office accommodations, telephone service and clerical and stenographic assistance:
- "(e) Attempt to induce the clients of the serving member with whom he has dealt professionally, to reinstate their legal matters with the serving member on the return of the latter to practice."

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IMPORTANT NOTICE RE COMMITTEE APPOINTMENTS

Committee appointments for the forthcoming year will be made in the near future, and it is the desire of your President-elect and the Board of Trustees, whenever possible, to appoint those who desire to do committee work.

Should you wish to serve upon a committee, please make that fact known by advising the Executive Secretary of the Association by letter or phone.

GEORGE M. BRESLIN.

Attorneys

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